

SPRING CREEK HEIGHTS SECONDARY PLAN REVIEW

Preferred Land Use Scenarios Township of West Lincoln

Date:

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Prepared for:

Township of West Lincoln

Prepared by:

MacNaughton Hermesen Britton Clarkson Planning Limited (MHBC)

540 Bingemans Centre Drive, Suite 200

Kitchener, Ontario

T: 519.576.3650

F: 519.576.0121

Our File 08234W

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1.0 Introduction

1.1 Background

MHBC Planning was retained by the Township of West Lincoln to undertake a review of the existing Spring Creek Heights Secondary Plan (Figure 1). In 2009, Council of the Township of West Lincoln adopted the Spring Creek Heights Secondary Plan for the lands. Since the preparation of the Secondary Plan in 2009, the lands have remained mostly undeveloped. The only portion of the Secondary Plan lands that are currently developed are those that existed before the adoption of the Secondary Plan. For example, the single-detached dwellings along Station Street, the Smithville Canadian Reformed Church, the John Calvin School, and Turkstra Lumber. The undeveloped land consists primarily of the areas that are designated Restricted Employment and Medium Residential by the Secondary Plan. Given the prime location within the Smithville Settlement Area, the Township is interested in reviewing the Secondary Plan and determining the land use options that will attract future developers and development in this part of Smithville.

The Township has initiated an Urban Boundary Expansion Study to determine the best way to expand the Settlement boundary to accommodate projected growth to the year 2041. As input to this Study, it is important that existing undeveloped land remaining within the boundary be reviewed to determine its development potential and whether the lands will contribute to the Township's employment land supply or residential land supply.

1.2 Purpose of the Project

The purpose of the project is to undertake a review of the existing land use designations within the Secondary Plan area and to determine whether changes to the land use designations could be pursued to encourage the development of the lands.

Specifically this study:

- Reviews the existing land use plan for the Spring Creek Heights Secondary Plan lands;
- identifies other potential land use options;
- evaluates other land use options based on a number of factors including compliance with Provincial, Regional and Township policies, the Township's long term residential and employment land needs, impacts on adjacent lands, and the desires of landowners and residents within and adjacent to the Secondary Plan area; and,
- makes a recommendation regarding whether the Secondary Plan should be changed or not, and if so, what type of change.

In order to prepare these options, a full background review of the existing planning policy applicable to the subject lands was undertaken, and consultation with members of the public, landowners, and surrounding stakeholders was completed to understand better how the lands should be developed. Based

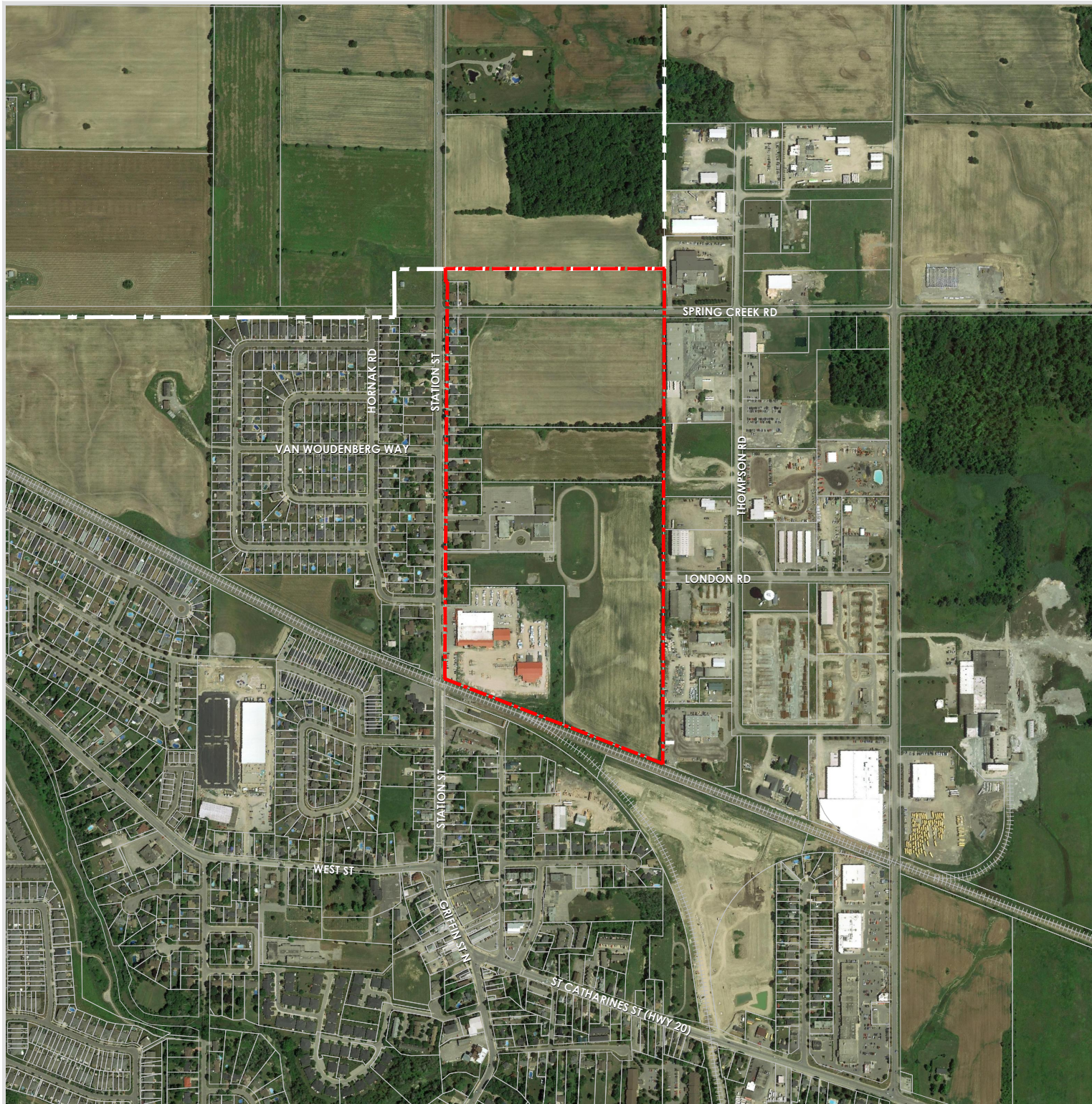


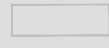



Figure 1
Location Plan

Legend

-  Smithville Urban Area Boundary
-  Secondary Plan Area Boundary
-  Parcel Fabric
-  Railway Lines

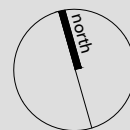
Source:
Parcel Fabric, Road Network, Municipal and Secondary Plan Boundaries -
Township of West Lincoln (2016)
Google Satellite Imagery

DATE: May 13, 2020

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DRN: JB



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Spring Creek Heights
Secondary Plan
Community of Smithville
Township of West Lincoln

MHBC PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE
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on the information gathered from the background review and the public consultation event, three land-use scenarios were realized. This report reviews each of the three land-use scenarios that have been proposed and provides a final recommendation on how the Township could improve or where necessary, alter the existing policies of the Spring Creek Secondary Plan in a manner that will help promote the future development of the lands, while continuing to support the existing employment and residential areas surrounding the Secondary Plan area.

1.3 Project Scope

The analysis completed guided the preparation of three different alternative land-use scenarios for the lands. The three land-use scenarios include the following:

1. **The “No Change” Scenario:** In this scenario, there would be no change to the existing policies and permissions of the Spring Creek Heights Secondary Plan. There would be no proposed amendments, and the uses outlined in the land use map for the Secondary Plan areas would continue to be permitted.
2. **Moderate Modifications:** This scenario would broaden the list of permitted uses within the subject lands to include typical uses found within the Service Commercial – Highway designation, as well as would introduce recreational/open space uses.
3. **Significant Modifications:** This scenario would propose to introduce residential use permissions in place of the existing restricted employment area permissions.

The analysis of the existing Secondary Plan involved the review of the current policy framework applicable to the lands, provincial guidelines relating to compatibility of uses including the NPC-300 and D6 Compatibility Guidelines, public consultation with existing stakeholders and the community, as well as discussions with Township of West Lincoln Planning staff.

This project was conducted in four phases, including a background policy review, a review of existing conditions on the subject lands and the surrounding area, the coordination and facilitation of a public consultation meeting, and finally, the preparation of a final recommendation.

1.3.1 Background Policy Review

The first phase included the review of the existing policies of the Spring Creek Heights Secondary Plan, as well as provincial and local municipal policy applicable to the subject lands including the Provincial Policy Statement, Places to Grow – Growth Plan for the Greater Golden Horseshoe, and the Regional and Township Official Plans. Additionally, a recent Land Needs Assessment report prepared by Hemson Consulting Ltd. (September 9, 2019) was reviewed. This study completed for the Region of Niagara describes the land needs for each municipality within the Region to the 2041 planning horizon. Furthermore, provincial guidelines on land use compatibility, including the NPC-300 and D-6 guidelines, were reviewed to determine appropriate setback distances from varying classifications of employment uses. Given the existing employment uses bounding the subject lands to the east, these guidelines serve as input to recommend appropriate land uses within the subject lands.

1.3.2 Existing Conditions

The second phase included the review of existing conditions on the lands and the surrounding area. A detailed analysis of the current uses, including the classification of employment uses in the surrounding area were reviewed and undertaken to understand the relationship between the vacant subject lands and existing development. An inventory of existing conditions was prepared, which evaluated existing uses, development types and land uses in the vicinity. The conclusion from this analysis then assisted in the preparation of the alternative land use scenario options that were brought forward to a public consultation event held with stakeholders and members of the community.

1.3.3 Public Consultation

The third phase included the coordination and facilitation of a public consultation event where the background information and evaluation completed in the first two phases of this exercise were brought forward to the public for their review and consideration. The feedback received from the public meeting was evaluated and considered as part of the final recommended land-use scenario for the subject lands.

1.3.4 Final Recommendation

The final phase of this exercise was to prepare draft recommendations for a preferred land use scenario for the subject lands. In order to select the preferred land use scenario, criteria were created and applied to each scenario that would evaluate each and provide a rating between 1 and 3, where the lowest number represented poor compliance, and the highest number represented good compliance. This evaluation resulted in one of the three land-use scenarios being chosen and recommended in Section 5 of this Report.

1.4 Purpose of this Report

It is the intent that by providing this recommendation, Township Planning Staff will evaluate the different options and come to a conclusion on how they would like to proceed with future changes to the current policy of the Secondary Plan. Any future changes to the Secondary Plan policy will need to be implemented by way of a Township led Official Plan Amendment process. The Township will prepare their proposed amendments to the Secondary Plan and will present them to Township Council for review and final approval.

It is important to note that this report simply provides a recommendation on how the Township of West Lincoln should proceed but may not result in being the final recommendation presented to Council.

1.5 Summary of Conclusions and Recommendations

Based on the considerations mentioned above and further explored within this report, it is recommended that the Township proceeds with the "Moderate Modifications" land-use scenario, which seeks to broaden the list of permitted uses to include typical uses permitted within the Service Commercial – Highway designation. This final recommendation is discussed further in Section 5 of this Report.

2.0 Context

2.1 Existing Conditions

2.1.1 Current Land Use

The Secondary Plan area is approximately 30 hectares in size and contains lands that are already developed with a range of uses and lands that are undeveloped. The lands that are developed are located along the western edge of the Secondary Plan area and include single detached residential dwellings, the Smithville Canadian Reformed Church, John Calvin School, and the Turkstra Lumber facility (See Figure 1).

The lands are identified as being within the Spring Creek Heights Secondary Plan Area, as shown in Schedule B-5 of the Township Official Plan (Figure 2). Schedule E-3 of the Township Official Plan identifies the subject lands as being designated Low-Density Residential; Medium Density Residential; Open Space; Institutional; Special Institutional; and Restricted Employment Area. Please see Figure 3.

The following briefly describes the applicable permissions of the Secondary Plan lands:

- Low-Density Residential: single and semi-detached dwellings at a maximum density of 15 units per hectare.
- Medium Density Residential: townhomes and low rise apartment development not exceeding three storeys or 11 metres in height. The maximum site density shall be twenty-four units per hectare.
- Special Residential on the north side of Spring Creek Road shall be developed as single-detached or townhouse dwellings. Individual driveway access shall not be provided from Spring Creek Road.
- Restricted Employment: Within the Restricted Employment Area designation, permitted uses shall include manufacturing, processing, servicing, storage of foods and raw material, warehousing, research and laboratories, data processing and development, and uses of a similar nature.
- Open Space: An open space designation exists on a narrow portion of lands separating the existing and future residential areas and the Restricted Employment Area. This open space area is intended as a visual buffer between the residential area and the employment area.

The Restricted Employment designation within the Secondary Plan boundary intends to allow for industrial type uses that are considered low impact industrial Class I uses. Class I industrial uses are those that create little to no adverse noise, odour, vibration, or particulate debris that could cause a nuisance on surrounding uses. Given the existing sensitive land uses located in the area (residential and institutional), it was essential that future residents and visitors of the church and school property were not impacted by these adverse effects that are typically caused by more substantial industrial uses. As a result, only industrial Class I uses are permitted on the lands.

Class II and Class III industries are those that have periodic to frequent outputs of noise, vibrations, or odour and a higher probability of fugitive emissions. The Smithville Industrial Park, located to the immediate east of the subject lands are developed with industrial uses that are classified within the Class II and Class III

industrial types. The Province requires a certain setback distance to be provided between sensitive land uses and Class II and Class III industries. The following are the required setback distances prescribed by the Province of Ontario:

- Class I Industries: 20 metres minimum separation distance;
- Class II Industries: 70 metres minimum separation distance; and,
- Class III Industries: 300 metres minimum separation distance.

Presently, the existing sensitive land uses located within the Secondary Plan boundary are located outside of those required setbacks. If those same Class II and Class III uses were proposed on the undeveloped land, the existing sensitive land uses within the Secondary Plan area would be located within the required setback distance and would be exposed to the adverse impacts of those industries. As a result, the existing Spring Creek Secondary Plan policy limits the type of industrial development on lands designated Restricted Employment to those uses considered to be Class I industrial uses.

2.1.2 Road Network

The Spring Creek Heights Secondary Plan lands are bounded by two roadways. Station Street to the east and Spring Creek Road to the north. All existing buildings within the subject lands currently have access via frontages off of Station Street or Spring Creek Road.

The Secondary Plan land use map currently describes a generalized road network that provides access from Spring Creek Road. The proposed route would allow traveling through the existing undeveloped Restricted Employment Area lands. It would give access to a future connection to the Smithville Industrial Park via an existing road stub that connects to London Road to the east.

2.1.3 Adjacent Land Uses

The following describes the surrounding uses found adjacent to the Spring Creek Heights Secondary Plan Area:

North: The lands immediately adjacent to the north are located outside of the Smithville Urban Settlement Area. A large woodlot is situated immediately north of the Secondary Plan Area. The lands to the north are outside of the Urban Settlement Area and are primarily agricultural.

East: The lands immediately to the east of the Secondary Plan Area are the Smithville Industrial Park that contains a range of employment uses. London Road, an east-west roadway, is located immediately east of the Secondary Plan Area and provides an existing road stub that will help connect the Secondary Plan Area lands to the Industrial Park.

South: The lands immediately south of the Secondary Plan Area lands are bound by the CP Railway line. Immediately south of the railway are commercial and residential properties. The primary type of development located south of the railway is single detached residential dwellings.

West: The lands to the west of the Secondary Plan Area consists mainly of a mature residential neighbourhood comprised of single-detached dwellings.

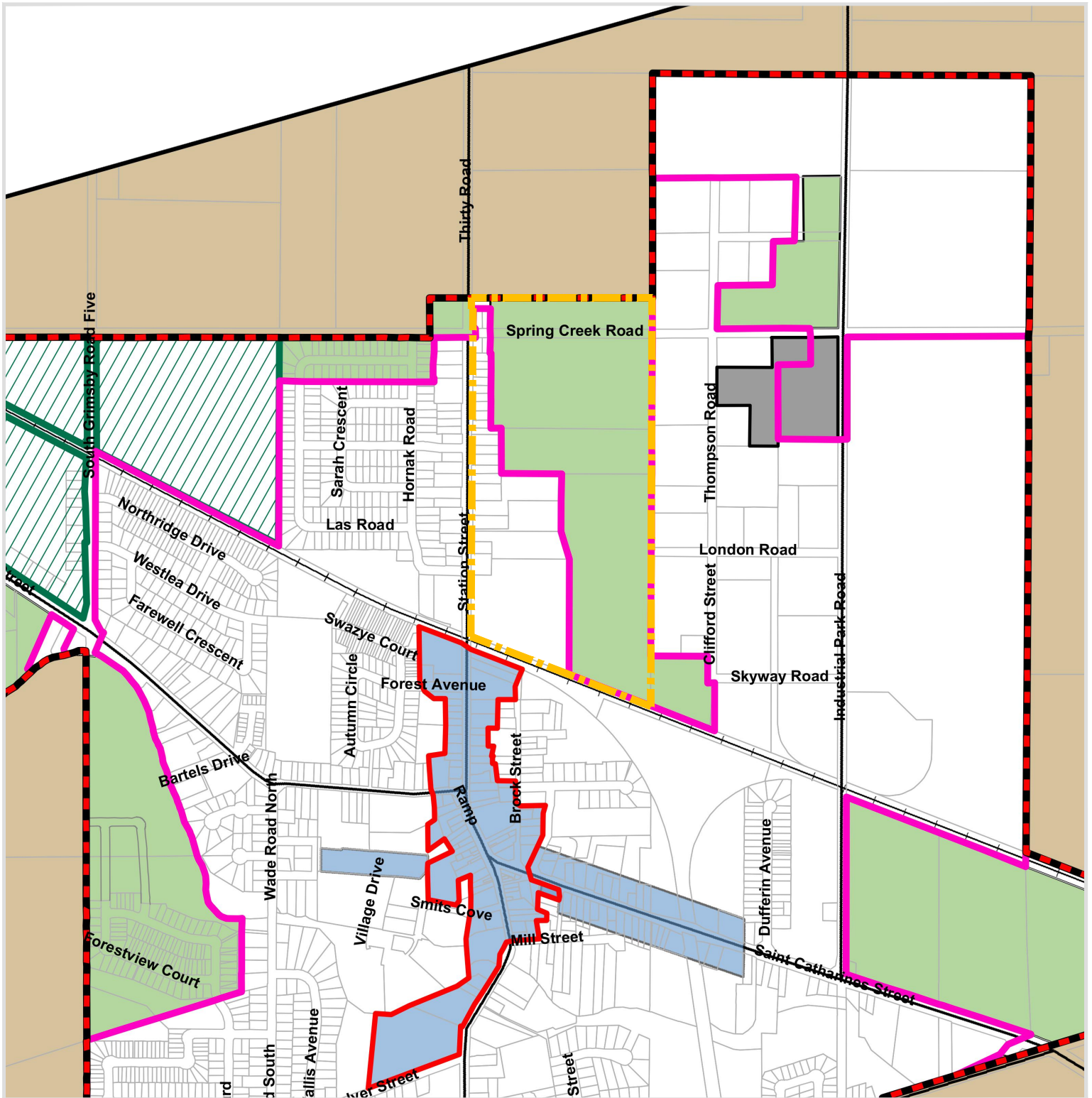


Figure 2
Schedule B-5: Urban
Structure - Smithville

Township of West Lincoln Official
 Plan, 2014

Spring Creek Heights
Secondary Plan
 Community of Smithville
 Township of West Lincoln

Legend

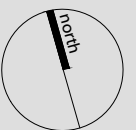
- Secondary Plan Area Boundary
- Smithville Urban Boundary
- CIP Boundary
- Built Boundary
- PCB Lands
- Greenfield Area
- Greenfield Area (P2G)
- Intensification Area
- Agricultural & Rural Area

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Figure 3
Schedule E-3:
Secondary Plan -
Spring Creek Heights

Township of West Lincoln Official
 Plan, 2014

Spring Creek Heights
Secondary Plan
 Community of Smithville
 Township of West Lincoln

Legend

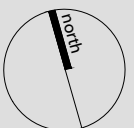
- Secondary Plan Boundary
- Low density Residential
- Medium density Residential
- Open Space
- Institutional
- Special Institutional
- Restricted Employment Area

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The subject lands are located in the northern half of the Smithville Urban Area and are considered a gateway into the Smithville community. Lands north of the Spring Creek Secondary Plan area are located outside of the Smithville Urban Area. They may be included within the Urban Area in the future through the current Urban Area Boundary Expansion Study being undertaken by the Township.

Please see the location map provided as Figure 1.

2.2 HGC Engineering Stationary Noise Impact Study - 2018

In 2018, the Township of West Lincoln retained HGC Engineering to complete a noise impact study for the Spring Creek Secondary Plan area to support a review of the land use designations within the Secondary Plan Area and to ensure that future development of the area was appropriate.

The Stationary Noise Impact Study prepared by HGC Engineering for the subject lands in August 2018, determined that a number of the industries operating within the Smithville Industrial Park to the east of the subject lands are classified as Class II (Medium) and Class III (Heavy) industrial uses and require a minimum distance of 70 metres and 300 metres from sensitive land uses, respectively. These setbacks are required by the provincial guidelines for land use compatibility. As can be seen in Figure 4 (HGC Engineering, 2018), the majority of the businesses within the Smithville Industrial Park are classified as being Class II industrial uses. This classification represents a place of business with medium-scale processing and manufacturing, with outdoor storage of wastes or materials, periodic outputs of minor annoyance, and/or occasional outputs of fugitive emissions for noise, order, dust and/or vibration. These Class II industries require a minimum 70 metre setback distance between sensitive uses. There are also Class III industries located adjacent to the subject lands that require a minimum setback distance of 300 metres. The setback distance for the Class III industries can be seen in red on Figure 4. It is understood that the majority of the undeveloped land is located within the required minimum setback distances between sensitive land uses and industrial areas as prescribed by the Province.

2.3 Hemson Consulting – Land Needs Assessment Study 2019

Hemson Consulting Ltd. was retained by the Region of Niagara in 2019 to complete a review and update of population forecast allocations, and land needs assessment for the entire Region of Niagara. The purpose of the land needs assessment study is to assist upper-tier and single-tier municipalities in implementing the policies and targets of the Places to Grow – Growth Plan for the Greater Golden Horseshoe by evaluating the projected population growth within each of the municipalities that comprise the Region of Niagara in order to assess how much land is to be allocated within the Region and within each municipality for different land uses (i.e., residential, commercial and employment).

According to the results of the evaluation completed by Hemson Consulting Ltd. for the Township of West Lincoln, it was determined that to accommodate the projected growth through to 2041, the Township will

require an additional 62 hectares of employment area land (jobs) and 148 hectares of community land area (residents and jobs).

As a result, the Township of West Lincoln has initiated an Urban Boundary Expansion Study to determine how to most efficiently expand the current Smithville settlement boundary to accommodate the required excess land that will be needed to provide for the projected population growth. The Township has initiated a review of existing undeveloped lands within the Urban Area to determine what policy changes, if any, can be made to encourage the development of these lands and to reduce the amount of additional land that is required.

2.4 Community Consultation Comments

The Public Consultation event relating to the review of the Spring Creek Heights Secondary Plan was held on November 28, 2019, at the Township of West Lincoln's administrative office in Smithville. The meeting included a variety of members of the community, including landowners representing the subject lands and surrounding lands, as well as members of the community.

The feedback received from the community can generally be summarized into three themes:

1. The lands within the secondary plan area should be permitted to develop to a broader range of uses including residential uses;
2. That any change to the secondary plan should not negatively impact Smithville Industrial Park and the existing employment and industrial uses; and,
3. That any change to the secondary plan should not negatively impact the adjacent residential neighbourhoods.

The desire that the secondary plan is changed to allow greater residential development was a view primarily held by the landowners within the Secondary Plan area. In their view, the lands have remained undeveloped because there is little market for the type of light industrial uses that are permitted by the existing Secondary Plan. They note that there is a strong demand for housing, and the Township would be better served by allowing all or part of the designated industrial lands to develop to residential.

The concern that any change to the secondary plan may negatively impact lands within the Smithville Industrial Park primarily came from landowners and business owners within the Industrial Park. Their concern is that the introduction of residential uses would limit future expansion of their businesses or restrictions on their operations due to fears of noise and truck traffic. One business owner made it clear that they had purchased lands within the Spring Creek Heights Secondary Plan area and immediately to the rear of their existing manufacturing building to accommodate potential future expansion of the business.

The Township has also made it clear that the economic value of the businesses within the employment area located adjacent to the subject lands is of great importance to Smithville and the Township. Any future development of sensitive land uses within the required setback distance from an industrial area would likely lead to several compatibility issues. In order to accommodate sensitive land uses, the future removal of medium and heavy industrial land use permissions would be required for the Smithville Industrial Park. Given the economic value of the businesses within the industrial park, it may not be

appropriate to move forward with a land-use scenario that presents an option to accommodate sensitive land uses.

The third category of comments (concerns about potential impacts to adjacent neighbourhoods) was a view primarily held by nearby residents. The comments focused on the concern that any change may lead to increased traffic, increased noise, or other impacts that would affect their properties. In general, these people are less concerned about the type of land use permitted within the Secondary Plan Area, provided any effects are negated or managed.

No formal comments were received from representatives of the John Calvin School, the Smithville Canadian Reformed Church, or Turkstra Lumber.

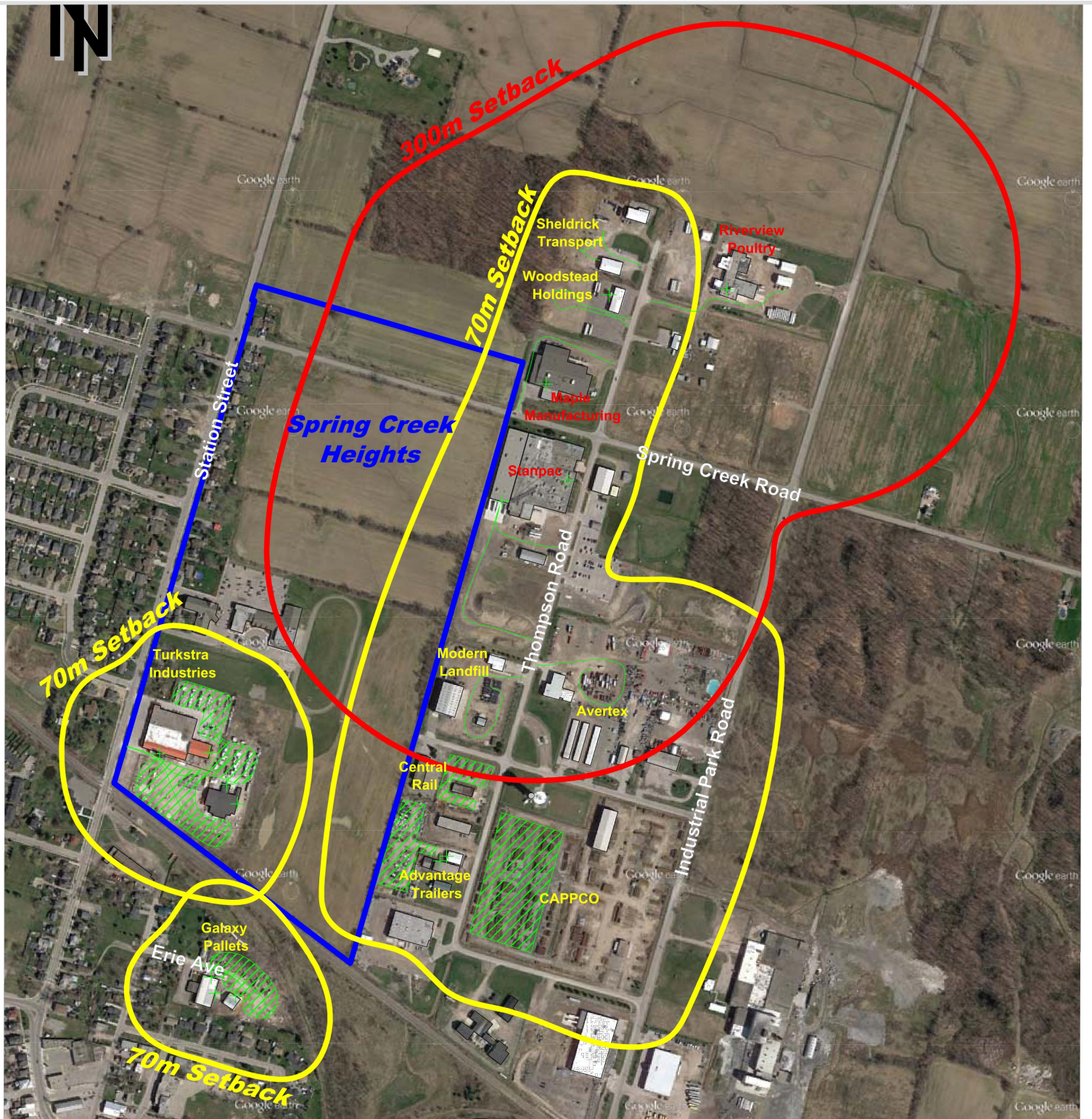


Figure 4
MECP Guidelines D1
& D6 Minimum
Recommended
Industrial Setback
Distances

Spring Creek Heights
Secondary Plan
Community of Smithville
Township of West Lincoln

Legend



Secondary Plan Area Boundary

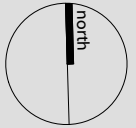
Source:
"Figure 3: MECP Guidelines D1 & D6 Minimum Recommended Industrial Setback Distances"
Stationary Noise Impact Study prepared by HGC Engineering, August 2018

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3.0 Planning Policy Framework & Compatibility Guidelines

An analysis of the existing planning policy framework and provincial land use compatibility guidelines was completed to evaluate the current policies and minimum setback requirements applicable to the lands. The following is a review of the land use policy framework related to the Spring Creek Heights Secondary Plan lands.

3.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS is issued under the authority of the Planning Act. The current version of the PPS took effect on May 1, 2020. The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. All decisions affecting planning matters "shall be consistent with" the policy direction contained within the PPS. The Provincial Policy Statement includes policies related to building strong communities, managing growth, and protecting natural and cultural heritage resources. The PPS focuses growth within settlement areas and away from significant or sensitive resources and promotes efficient land use patterns that support the long term economic prosperity of the Province and municipalities.

Policy 1.1.3.1 states that settlement areas *"shall be the focus of growth and development"*.

The entire Secondary Plan Area is located within a settlement area as defined by the PPS. The definition of "Settlement Areas" is as follows:

"means urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are:

- a) Built up areas where development is concentrated and which have a mix of land uses; and*
- b) Lands which have been designated in an Official Plan for development over the long-term planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated."*

The Spring Creek Heights Secondary Plan Area is identified on Schedule B-4 of the Township's Official Plan as being within the Smithville Urban Boundary. One of the key objectives of the Township's Official Plan is to encourage and facilitate redevelopment, infilling, and intensification within the Urban Settlement area of Smithville.

Policy 1.1.3.2 states the following:

"Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) Efficiently use land and resources;*
- b) Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) Minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) Prepare for the impacts of a changing climate;*
- e) Support active transportation;*
- f) Are transit-supportive, where transit is planned, exists or may be developed; and*
- g) Are freight-supportive.*

The above policy encourages land use patterns to use land and resources efficiently and to avoid the need for unjustified expansion. The subject lands are located within the settlement area and are either fully serviced or can connect to surrounding municipal services. There is currently a need for additional residential land and employment land within the Township of West Lincoln.

Policy 1.2.6.1 of the PPS states the following with respect to land use compatibility:

"Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures".

In reviewing the available land-use scenarios for the subject lands, the PPS requires that major facilities such as medium to heavy industrial uses and sensitive land uses be planned to avoid significant potential adverse effects from noise, odour, vibration, and particulate debris. The Province's D-6 compatibility guidelines are to be applied to the land-use scenarios to ensure that the appropriate setback distance is being applied and appropriately exercised.

Furthermore, Policy 1.2.6.2 states that:

"Where avoidance is not possible in accordance with policy 1.2.6.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the following are demonstrated in accordance with provincial guidelines, standards and procedures:

- a) There is an identified need for the proposed use;*
- b) Alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;*
- c) Adverse effects to the proposed sensitive land use are minimized and mitigated; and*

- d) Potential impacts to industrial, manufacturing or other uses are minimized and mitigated.

Based on the above policy, sensitive land uses within the undeveloped lands of the Spring Creek Secondary Plan area would only be permitted if avoidance is not possible in accordance with Policy 1.2.6.1, and the required tests of the above policy are met. It is the Province's intent that existing and planned industrial, manufacturing, and other similar uses are protected for their long-term viability.

Policy 1.3.2.1 states that Planning authorities shall plan for, protect, and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs. The conversion of lands within employment areas to non-employment may be permitted through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

It is the intent of the Province to ensure that employment lands be protected and preserved to ensure that current and future needs are met. The Land Needs Assessment study prepared by Hemson Consulting Ltd. in September 2019 for the Region of Niagara identifies that the Township of West Lincoln will require an additional 62 hectares of employment land to accommodate the projected growth to 2041. Also, the Township will require an additional 148 hectares of land to accommodate new community land needs, which includes residential.

Policy 1.3.2.4 of the PPS relates to the conversion of employment areas and states that *"Planning authorities may permit conversion of land within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion"*.

Notwithstanding the policy above (1.3.2.4), PPS Policy 1.3.2.5 states that *"until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as a regionally economic development corporation working together with affected upper and single-tier municipalities and subject to the following:*

- a) There is an identified need for the conversion and the land is not required for employment purposes over the long term;*
- b) The proposed uses would not adversely affect the overall viability of the employment area; and,*
- c) Existing or planned infrastructure and public service facilities are available to accommodate the proposed uses."*

According to the Province's Significant Employment Zone mapping, the subject lands are not identified as a significant employment area. However, the Region of Niagara has identified a portion of the subject lands in the south east corner of the Secondary Plan boundary and immediately adjacent to the Turkstra Lumber operations as a significant employment area. As a result, to convert the portion of lands in the south east corner of the subject lands, the appropriate tests would need to be met. The conversion tests would not be required for the balance of the employment lands as they are not identified as being significant employment areas.

3.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan for the Greater Golden Horseshoe ("Growth Plan") is the Government of Ontario's initiative to plan for growth and development in a way that supports economic prosperity, protect the environment, and help communities achieve a high quality of life. A Place to Grow: Growth Plan for the Greater Golden Horseshoe was approved under the Places to Grow Act, 2005, with a recent amendment on May 16, 2019, and applies to the subject lands. Any planning decision made for lands in the Greater Golden Horseshoe growth plan area must conform to the policies of the Growth Plan.

The Growth Plan establishes a vision for the Greater Golden Horseshoe based on the following principles: supporting the achievement of complete communities; prioritizing intensification and higher densities to make efficient use of land and infrastructure and support transit; providing for a range of economic and employment opportunities; supporting a range and mix of housing options; improving the integration of planning and infrastructure investment; manage growth in a manner that recognizes the diverse communities within the GGH; protecting and enhancing natural heritage features and functions; supporting the long-term viability and productivity of agriculture; conserving and promoting cultural heritage resources; and integrating climate change considerations into planning.

Policy 2.2.1.2 states the following regarding allocating forecasted growth:

- a) the vast majority of growth will be directed to settlement areas that:
 - i. have a delineated built boundary;
 - ii. have existing or planned municipal water and wastewater systems; and
 - iii. can support the achievement of complete communities
- c) within settlement areas, growth will be focused in:
 - i. delineated built-up areas;
 - ii. strategic growth areas;
 - iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
 - iv. areas with existing or planned public service facilities.

The built-up area remains the focus for growth in settlement areas. The Secondary Plan Area is located within a delineated urban and built-up area. Section 2 of the Growth Plan states that it is important to optimize the use of the existing urban land supply to avoid over-designating land for future urban development.

Policy 2.2.5.5 of the Growth Plan states that *"Municipalities should designate and preserve lands within settlement areas located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities."*

Presently, the subject lands are primarily designated as restricted employment area and are located in proximity to existing industrial facilities to the east. As such, the vacant employment lands within the subject lands would be appropriate to support similar smaller scale employment uses or uses that would be considered ancillary to the adjacent industrial facilities.

Further, Policy 2.2.5.7 states that *"Municipalities will plan for all employment areas within settlement areas by:*

- a) prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use;*
- b) prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibiting any major retail uses that would exceed that threshold; and*
- c) providing an appropriate interface between employment areas and adjacent non-employment areas to maintain land use compatibility."*

Policy 2.2.5.9 of the Growth Plan states:

"The conversion of land within employment areas to non-employment uses through a municipal comprehensive review where it is demonstrated that:

- a) there is a need for the conversion;*
- b) the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*
- c) the municipality will maintain sufficient employment land to accommodate forecasted employment growth to the horizon of this Plan;*
- d) the proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and*
- e) there are existing or planned infrastructure and public service facilities to accommodate the proposed uses."*

Notwithstanding the above policy, Policy 2.2.5.10 states:

"Until the next municipal comprehensive review, lands within existing employment area may be converted to a designation that permits non-employment uses, provided the conversion would:

- a) satisfy the requirements of policy 2.2.5.9 a), d) and e);*
- b) maintain a significant number of jobs on those land through the establishment of development criteria; and*
- c) not include any part of an employment area identified as a provincially significant employment zoned."*

According to the Province's online mapping of the Provincially Significant Employment Zones, the subject lands are not identified as being provincially significant. Presently, within the Township of West Lincoln, there is a need for additional employment and residential land to accommodate potential growth to 2041.

3.3 NPC 300 Guidelines

The Ministry of the Environment ("MOE") is responsible for protecting clean and safe air, land, and water to ensure that communities remain healthy and are sustainable for present and future generations. To ensure that this is fulfilled, the MOE has created a set of guidelines that control the sources of emissions to the environment are adequately regulated to prevent adverse impacts on surrounding communities and the environment. The NPC-300 Guidelines was published by the MOE in 2013 and generally serves four purposes, including:

- To provide sound level limits for stationary sources, such as industrial and commercial establishments;
- To provide guidance for land use planning decisions to minimize potential conflicts between sensitive land uses and sources of noise emissions;
- To provide sound level limits that may be incorporated into municipal Noise Control By-laws; and
- To provide sound level limits that may be applied under provisions of the Aggregate Resources Act.

With respect to the Spring Creek Heights Secondary Plan review, the NPC-300 guidelines have been reviewed to provide guidance for land use planning decisions to ensure limited conflicts between sources of noise emissions, such as industrial facilities, and sensitive land uses (i.e., residential uses).

The NPC-300 guideline distinguishes between "stationary sources" (industrial and/or commercial sounds), and other sources of noise such as from road traffic or construction services. The NPC-300 guideline defines a "stationary source" as a source of sound or combination of sources of sound that are included and normally operated within the property lines of a facility, and includes the premises of a person as one stationary source, unless the dominant source of sound on those premises is construction.

According to the Stationary Noise Impact Study prepared by HGC Engineering for the subject lands, the industries along Thompson Road, Clifford Street, Erie Avenue, and Station Street and located in proximity to the Spring Creek Heights Secondary Plan Area are considered stationary sources of noise. According to the guidelines, it is the responsibility of the proponent of new noise-sensitive land use to ensure that the proposed land use modification is planned in a way that ensures the stationary sources will be capable of continuing to comply with the applicable sound level limits that are applied to them.

HGC Engineering completed a Stationary Noise Source Assessment in June and July of 2018 to measure the existing sound levels from the surrounding uses on the subject lands. According to the results achieved from the study completed by HGC, it was determined that the cumulative sound level impact of all facilities measured were higher than both the daytime and nighttime sound limits. Based on these results, it was concluded that the sound level limits on the portion of lands designated as residential and employment area within the subject lands would experience noise emissions that would not be compatible with sensitive land uses. It was concluded in HGC's Report that it is in the best interest to maintain the lands which are currently vacant within the Spring Creek Heights Secondary Plan as being designated for employment uses to avoid incompatibility concerns.

3.4 D6 Compatibility Guidelines

The D-6 compatibility guidelines identifies the direct interest of the Ministry in recommending separation distances and other control measures for land use planning proposals to prevent or minimize adverse effects from the encroachment of incompatible land uses. The guidelines are intended to be applied only when a change in land use is proposed, however, it is typically expected that compatibility concerns should be recognized and addressed at the earliest possible stage of the land use planning process.

The D-6 compatibility guidelines are intended to be applied in the land use planning process to prevent or minimize future land use problems due to the encroachment of sensitive land uses, and industrial land uses on one another. Typically, sensitive land uses that are in proximity to industrial areas could be adversely impacted by noise, odour, vibration, and particulate emissions.

The D-6 guidelines identify three types of industrial facilities, which include Class I, Class II, and Class III. Based on case studies and past experience, the MOE has identified potential influence areas within which adverse effects may have been experienced from industrial uses. The D-6 guidelines recommend separation distances or other mitigation measures based on the results of investigative studies. The mitigation can be implemented at the source, or could also be incorporated on the proposed development lands where industrial facilities are operating in compliance with the Ministry's requirements. Zones of influence relate to an overall area where an industrial facility's adverse effects may be experienced.

The guidelines recommend the following minimum separation distances for sensitive land uses from industrial uses:

| Industrial Classification | Zone of Influence | Minimum Setback Distance |
|---------------------------|-------------------|--------------------------|
| Class I (Light) | 70 metres | 20 metres |
| Class II (Medium) | 300 metres | 70 metres |
| Class III (Heavy) | 1,000 metres | 300 metres |

Each influence area is site-specific and may sometimes require a higher or lower separation distance. Typically, the appropriate separation distance is identified once technical studies have been completed, and accurate adverse impacts can be evaluated. Separation distances may be reduced through buffering techniques.

Class I Industrial facilities are considered a business for a small scale, self-contained plant or building which produces/stores a product which is contained in a package and has a low probability of fugitive emissions. These businesses are typically solely daytime operations only, with the infrequent movement of products and/or heavy trucks and no outside storage. Class II industrial facilities are for medium scale processing and manufacturing with outdoor storage of wastes or materials (i.e., contains a form of open process) and/or there are periodic outputs of minor annoyance. This classification of industry would see the frequent movement of products and/or heavy trucks during daytime hours. Finally, Class III industrial facilities are considered large scale manufacturing or processing and is characterized by its large physical size, outside storage of raw and finished products, large production volumes and continuous movement of products and employees during both the daytime and nighttime shifts. Typically, Class III industrial facilities provide for frequent outputs of major annoyance, and there is a high probability of fugitive emissions.

The Stationary Noise Impact Study prepared by HGC Engineering in 2018 determined that existing industrial and commercial facilities located in proximity to the subject lands are primarily considered to be Class II industrial operations, which would be equivalent to medium scale processing and manufacturing and periodic output of minor annoyance, and/or occasional outputs of fugitive emissions for noise, odour, dust and/or vibration. Additionally, three industrial facilities located in proximity to the subject lands,

including Stanpac, Maple Manufacturing, and Riverview Poultry, are considered Class III industries and are identified as large scale manufacturing and processing with outputs of major annoyance and a high probability of fugitive emissions. Based on the investigation completed as part of the noise impact study, it was determined that approximately 80 percent of the subject lands fall inside the minimum recommended setback distances set out by Guideline D-6, as is shown in Figure 4.

As Figure 4 illustrates, presently, the majority of the subject lands that are designated "Restricted Employment Area" in the Secondary Plan are located within the required 70 metre and 300 metre setback limits. Only a portion of land immediately adjacent to the existing single detached residential dwellings fronting onto Station Street are located outside of the required setback distances. The portion of land located outside of the minimum setback distances is designated as Medium Density Residential and Open Space by the Secondary Plan.

3.5 Region of Niagara Official Plan (2014)

The Region of Niagara Official Plan outlines a vision for growth and development within the Region. It establishes a number of general policies to plan and manage growth and implement provincial land use policy. An overarching goal of the Regional Official Plan is to promote balanced growth by directing a larger share of new growth to the Built-Up Area. A review of the Regional Official Plan has identified that the Spring Creek Heights Secondary Plan Area falls within the following designations of the Regional Official Plan:

- Schedule A – Regional Structure – Built-Up Area and Designated Greenfield Area
- Schedule B – Agricultural Land Base – Urban Area
- Schedule C – Core Natural Heritage – Urban Area

Based on the identified designations, and through further review of relevant policy within the Region of Niagara Official Plan, we provide the following discussion to detail how the policies of the Regional Official Plan apply to the Secondary Plan Area lands.

Urban Areas

The Region of Niagara Official Plan defines Urban Areas as areas with municipally-provided services, including water and sewage services. These Areas are intended to be the focus of the Region's long-term growth and development.

The entirety of the Spring Creek Heights Secondary Plan lands are located within an identified Urban Area (Figure 5) and are partially developed and connected to municipal services.

Section 4 of the Regional Official Plan details the growth management objectives for the Region. The following are some of the growth objectives outlined in this section:

- Objective 4.A.1.1 seeks to direct the majority of growth and development to Niagara's existing Urban Areas.
- Objective 4.A.1.6 seeks to building compact, mixed use, transit supportive, active transportation friendly communities in the Built-up Area and in Designated Greenfield Areas.
- Objective 4.A.1.9 seeks to ensure the availability of sufficient employment and residential land to accommodate long term growth in Niagara to the year 2031.

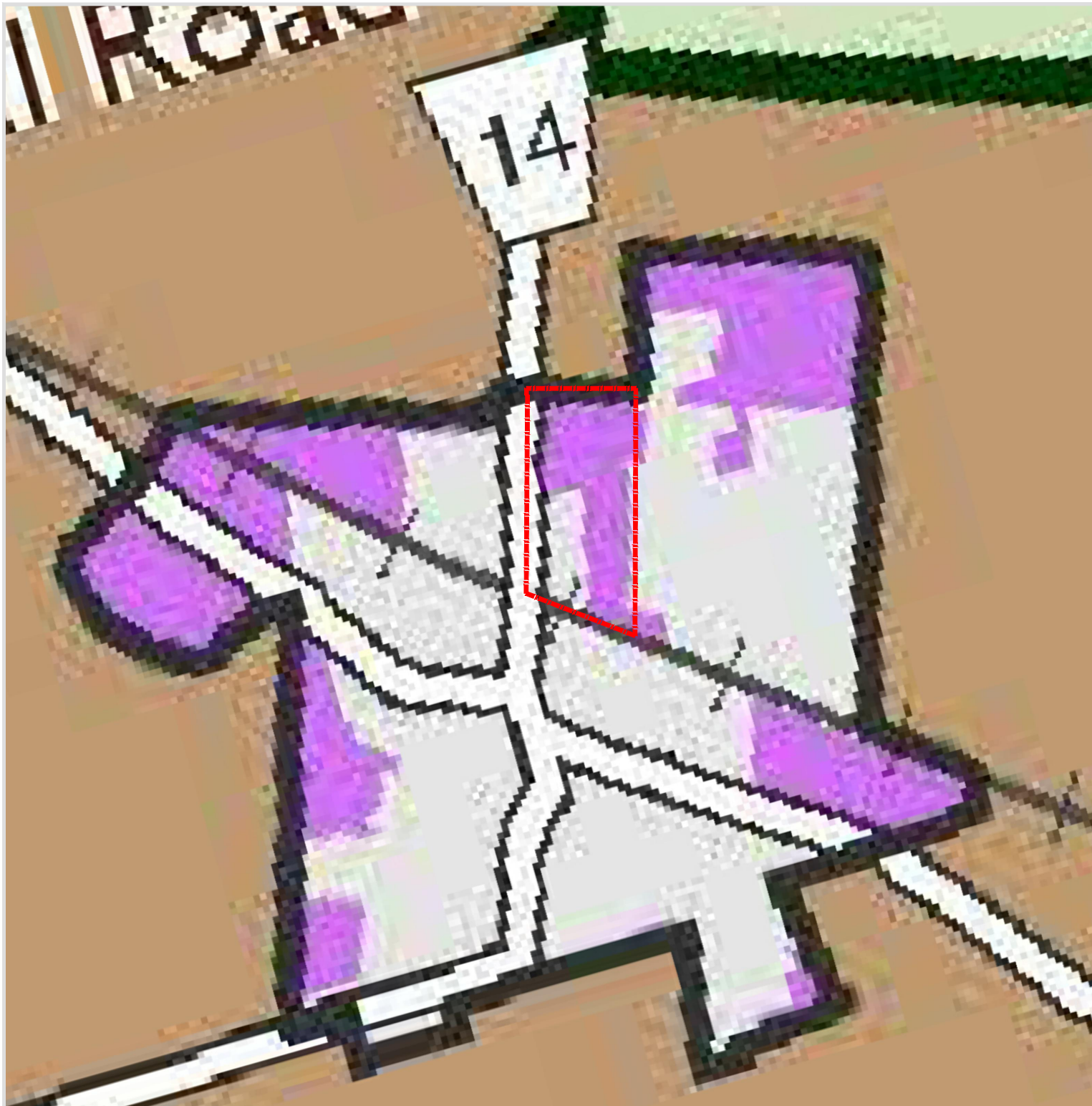


Figure 5
Schedule A: Regional Structure
 Niagara Region Official Plan, 2018

Legend

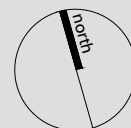
- Secondary Plan Area Boundary
- URBAN AREA BOUNDARY
- BUILT-UP AREA
- DESIGNATED GREENFIELD AREA
- GREENBELT PLAN AREA
- PROTECTED COUNTRYSIDE
- REGIONAL ROAD
- RAILWAY

DATE: May 13, 2020

SCALE: 1:20,000

FILE: 08234W

DRN: JB



K:\08234W - SPRING CREEK SECONDARY PLAN\RPT\RNOP - SCHEDULE A.DWG

Spring Creek Heights
Secondary Plan
 Community of Smithville
 Township of West Lincoln

MHBC PLANNING
 URBAN DESIGN
 & LANDSCAPE
 ARCHITECTURE
 200-540 BINGEMANS CENTRE DR, KITCHENER, ON, N2B 3X9
 P: 519.576.3650 F: 519.576.0121 | WWW.MHBCPLAN.COM

According to Schedule A of the Regional Official Plan, the lands are identified as being both within the Built-Up Area and Designated Greenfield Area. The Region requires that a minimum combined gross target of 50 people and jobs per hectare across all Designated Greenfield Areas be attained.

The Regional Official Plan also targets a minimum of 40% of all residential development within the Region occur within the Built-up area.

Section 4.E.1 of the Regional Official Plan deals with the conversion of lands within Employment Areas.

Policy 4.E.1.1 of the Regional Official Plan states:

"Municipalities may permit the conversion of lands within employment areas to non-employment uses through a municipal comprehensive review where it is demonstrated that:

- a) There is a need for the conversion;*
- b) The municipality will meet the employment targets allocated to the municipality pursuant to this Plan;*
- c) The conversion will not adversely affect the overall viability of the employment area and the achievement of the municipal intensification target, density targets and other policies of this Plan;*
- d) There is existing or planned infrastructure in place to accommodate the proposed use;*
- e) The lands are not required over the long term for employment purposes which they are designated; and,*
- f) Cross jurisdictional issues have been considered."*

3.5.1 Regional Official Plan Amendment 16 (ROPA 16)

With the adoption of the 2019 Places to Grow – Growth Plan for the Greater Golden Horseshoe, several employment policies of the previous Growth Plan were updated, and new policies were introduced. In October 2019, the Region initiated ROPA 16 to update the Official Plan to reflect the changes in the Growth Plan.

Some of the critical employment changes that will be required and advanced through ROPA 16 include:

- New policies that permit a private landowner to convert lands in employment areas in advance of the completion of the Region's new Official Plan;
- Revisions to the meaning of the terms employment lands and employment areas, and removing the concept of prime employment areas;
- Introduction of the concept of a Provincially Significant Employment Zone;
- Introduction of policies for land use changes for employment lands (outside of employment areas) where a similar number of jobs remain accommodated on site; and,
- New permission for a settlement area boundary expansion up to 40 hectares prior to the adoption of the new Official Plan, for any land uses, including employment.

According to the draft Regional Official Plan Amendment No.16 mapping schedule, which is currently under review and yet to be adopted, a portion of the lands in the south east corner of the Secondary Plan, which consist of the Turkstra Lumber operation and undeveloped lands immediately adjacent on its

eastern side, is proposed to be designated as "Employment Area" as shown in Figure 6. The proposed "Employment Area" lands in the south east corner of the subject lands should be maintained for Employment Area uses to reflect the Region's future objectives.

3.6 Township of West Lincoln Official Plan

The Township of West Lincoln Official Plan provides detailed development and land use policies for the Township. The Official Plan implements the policies and goals of the Provincial Policy Statement, Places to Grow Plan, Greenbelt Plan, and the Regional Official Plan. A review of the Township Official Plan has identified that the Secondary Plan Area lands fall within the following designations of the Township Official Plan:

- Schedule A – Municipal Structure – Smithville Urban Boundary
- Schedule B-4 – Land Use Smithville – Spring Creek Heights Secondary Plan
- Schedule B-5 – Urban Structure Smithville – Western Portion of the lands are within the Built Boundary, while the eastern portion of the lands are identified as "Greenfield Area (P2G)".

General Goals and Objectives

Section 2.4 of the Township Official Plan sets out the goals and objectives of the Plan. The Official Plan provides the following relevant goals and objectives:

- g) To accommodate the majority of residential growth of the Township in Smithville in well-planned, residential areas with sufficient housing types and tenures to meet population forecasts; and to promote the efficient use of land and services to meet population growth;
- h) To provide a policy framework that will promote the Smithville downtown area as the primary commercial and business area in the municipality;
- j) To encourage more diversified employment opportunities for residents of the Township through the promotion of new and expanding industrial uses, commercial businesses and institutional uses.

The above goals and objectives from the Township Official Plan outline three key components of how the Township seeks to develop their lands within the Urban Area and should be used as a guideline to determine how the undeveloped lands within the Spring Creek Secondary Plan are to be planned and developed in the future. From these goals, the following inferences can be made:

1. Residential growth should be well-planned and located in appropriate residential areas that share similar qualities and characteristics of other residential neighbourhoods;
2. Commercial uses that are typically found within the downtown area should be maintained in the Downtown and should not be permitted to be located in other areas of Smithville to create a prime retail area and to support the Downtown as being the commercial hub of the Township. It is important to limit the type of commercial uses in other parts of Smithville to avoid creating adverse impacts on businesses in the Downtown, while at the same time promoting additional

commercial development on lands to improve the tax base and employment opportunities in the community, and to increase the range of services available within the Township; and,

3. Industrial uses should be promoted and protected. Industrial type development on lands designated for such purposes improves the tax base of the community and provides additional employment opportunities. It is important that these activities do not interfere with the health and enjoyment of residents in the Township.

Residential

Section 5 of the Official Plan speaks to the Growth Management Strategy of the Township. The Settlement boundaries are intended to accommodate projected growth and employment needs of the Township for the 20-year time frame of the Official Plan. According to Policy 5.5 b), "New and updated secondary plans shall identify additional opportunities for infill with appropriate compatibility criteria. Such policies shall ensure that infill and intensification is in keeping with the physical character of those neighbourhoods.

Section 6.1 of the Official Plan speaks to the general policies of residential areas. The Township intends to protect and enhance the existing character of Smithville while, at the same time, permitting some forms of new development that is compatible with the existing areas and can improve the quality of life of existing and future residents of West Lincoln.

Employment

Section 6.10.4 of the Official Plan provides the applicable Employment Area policies.

Policy 6.10.4 c) states that:

"Employment building shall be setback from existing residential dwellings where determined necessary to meet the minimum distance requirements set out in Ministry of Environment (MOE) guidelines. Buffers, plantings, berming or fencing adjacent to residential areas shall be required."

As mentioned previously, the Ministry of Environment, Conservation, and Parks provides their D-6 compatibility guidelines that prescribe specific setback requirements that are required between sensitive land uses such as residential development and industrial buildings. The Township's Official Plan intends to meet those requirements when planning any development in proximity to industrial areas.

Policy 6.10.4 J) states that:

"The Township shall undertake an economic development strategy aimed at; targeting higher density employment uses, exploring the possibility of expanding the permitted uses to include industrial service uses and ancillary service and commercial uses, examining the feasibility of servicing employment areas with appropriate technology and services, and reviewing land use and zoning regulations for appropriate lot coverage and setback requirements to encourage intensification."

Policy 6.10.4 k) states that the conversion of employment lands to non-employment area designations shall only be considered through a municipal comprehensive review where the following is demonstrated:


- i. The land is not required for employment purposes over the long term;





- ii. There is a greater need for the conversion to the non-employment use;
- iii. The Township will meet its employment forecasts including the activity rate target established in the Official Plan;
- iv. The conversion will not adversely affect the overall viability of the remaining Employment Area designation;
- v. The conversion will not adversely affect the achievement of other policies of this Plan including the minimum density in designated greenfield areas and the intensification targets of this Plan;
- vi. No land use conflicts are created and provincial guidelines with respect to noise and air quality can be met; and
- vii. There is existing, or planned infrastructure to accommodate the proposed use.



Figure 6
Schedule G3:
Employment Areas
 ROPA 16 Draft, January 2020

Legend

 Secondary Plan Area Boundary

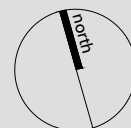
-  EMPLOYMENT AREA
-  URBAN AREA
-  GREENBELT PLAN AREA
-  REGIONAL ROAD
-  RAILWAY (ACTIVE)

DATE: May 13, 2020

SCALE: 1:20,000

FILE: 08234W

DRN: JB



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4.0 Assessment of Alternative Land Use Scenarios

In general, there are three broad land-use scenarios or options that could be considered for the Spring Creek Heights Secondary Plan. The three land-use scenarios are as follows:

1. **The “No Change” Scenario:** In this scenario, there would be no change to the existing policies and permissions of the Spring Creek Heights Secondary Plan. There would be no proposed amendments, and the uses outlined in the land use map for the Secondary Plan areas would continue.
2. **Moderate Modifications:** This scenario would broaden the list of permitted uses within the subject lands to include typical uses found within the Service Commercial – Highway designation, as well as would introduce certain recreational/open space uses.
3. **Significant Modifications:** This scenario would propose to introduce residential use permissions in place of the existing restricted employment area permissions.

4.1 Scenario 1: “No change”

The first scenario is a "No Change" scenario. This scenario would result in there being no recommended amendments to the existing Spring Creek Heights Secondary Plan. The land use map currently approved for the Secondary Plan would not be adjusted, and there would be no changes to the existing policies and permissions associated with the lands within the Spring Creek Heights Secondary Plan Area.

This scenario would not broaden the permitted land use within the secondary plan area, and therefore the lands might continue to remain undeveloped for the short or possibly long term. This option would not introduce any new potential impacts on surrounding lands. In particular, there would be no new sensitive land uses that might impact on the adjacent Smithville Industrial Park.

4.2 Scenario 2: Moderate Modifications to Existing Spring Creek Heights Secondary Plan Permissions

The second land-use scenario involves the implementation of moderate modifications to the existing Spring Creek Secondary Plan to introduce non-sensitive land uses such as service commercial, recreational and open space uses into the Restricted Employment designation. By broadening the list of permitted uses, the potential for the development of the vacant land increases as new permitted uses may encourage the development of the land that has always remained undeveloped. Although this land-use scenario does not guarantee the immediate development of the lands, it promotes its development by providing more options for current or future landowners.

Given the proximity of the lands to existing employment and residential areas, there may be an opportunity to introduce commercial uses that are not generally found in the downtown area of Smithville and rely on vehicular traffic for their economic existence and relatively larger land areas. Additionally, permitting additional service commercial uses within the Smithville Urban Area will introduce a broader range of services to the residents of the Township and will help improve the tax base and employment opportunities in the community.

This option would not see additional sensitive land uses being introduced into the Secondary Plan area. As a result, there would be added conflict between the uses within the Secondary Plan Area and the Smithville Industrial Park.

4.3 Scenario 3: Significant Modifications to Existing Spring Creek Heights Secondary Plan Permissions

The final land use scenario would require significant modifications to both the Spring Creek Heights Secondary Plan permissions, as well as to the permissions of the Smithville Industrial Park lands. This scenario considers the conversion of the vacant "Restricted Employment Area" designation within the Spring Creek Heights Secondary Plan to a residential designation. This scenario would result in the removal of the existing employment area permissions, except for the Turkstra industry lands that are already developed at the south west corner of the subject lands, and the lands immediately adjacent to the Turkstra industry lands on its eastern side as these lands are proposed to be designated as a Regional Employment Area through ROPA 16.

This land-use scenario would allow the remaining lands of the Secondary Plan area to develop to residential uses. However, given the proximity to the Smithville Industrial Park to the east, the new residential development would not meet required setback distances between sensitive land uses and industrial uses. This may result in some negative impacts to future residents such as noise, odour, or vibration. Development of residential uses could limit expansion of existing businesses and industry within the Smithville Industrial Park.

4.4 Evaluation of Land Use Scenarios

To complete the evaluation of each scenario and to produce a final recommendation for the future policy changes to the Spring Creek Heights Secondary Plan, the following criteria were used:

1. **Compliance with the Province's compatibility guidelines:** This criteria is used to evaluate the ability for land uses to comply with the compatibility setback distances from surrounding uses.
2. **Compatibility with Smithville Industrial Park:** This indicator evaluates the ability for land uses to exist without impacting the ability for employment businesses to operate normally.
3. **Supports Downtown as the Central Commercial Hub:** This indicator evaluates the proposed land use scenarios on the ability to maintain the Downtown as the central retail area of the Urban Area as required by Policy 3.4 c) of the Township Official Plan.

4. Increased Impacts Due to Traffic: This indicator evaluates the potential traffic impacts that may result from the implementation of each land use scenario.
5. Protection of Employment Areas: This indicator evaluates how the land use scenarios comply with existing provincial and local policy that seeks to protect Employment Areas and uses within the Township.
6. Increased Development Potential: This indicator evaluates how the land use scenarios would promote and encourage the development of the vacant subject lands.

The following table evaluates each of the above criteria against the three chosen land-use scenarios. For each criterion, a rating between 1 and 3 has been applied to each scenario. A rating was established where 1 represents "Poor compliance", 2 represents "fair to average compliance", and 3 represents "good compliance".

| Criteria | Scenario 1 – No Change | Scenario 2 – Moderate modifications | Scenario 3 – Significant modifications |
|--|---|--|---|
| Compliance with the Province's compatibility guidelines | Yes. The vacant Secondary Plan Area lands are primarily designated "Restricted Employment Area". The permitted uses of the "Restricted Employment Area" designation are compatible with the surrounding uses and comply with the D6 compatibility guidelines. | Yes. The introduction of additional service commercial, recreational and open space land uses are compatible with the existing surrounding uses and would comply with the minimum setback distances of the D-6 Compatibility Guidelines. | No. The change of land use permissions to allow for sensitive land uses (i.e., residential or institutional development) would not be compatible with the D-6 Compatibility Guidelines as the sensitive land uses would be within the required setback distances. |
| RATING | 3 | 3 | 1 |
| Compatibility with Smithville Industrial Park | Yes. Current land use permissions provide for employment type uses that are compatible and are supportive of the existing industrial businesses adjacent to the subject lands. | Yes. This scenario proposes the amendment of the existing "Employment Area" policies with additional permitted commercial and employment land uses that are considered to be compatible with industrial Class 2 and Class 3 uses. | No. Sensitive land uses on the undeveloped employment lands would result in incompatible uses being located within the required minimum separation distance from industrial industries. This could likely result in potential adverse impacts on sensitive land uses. |
| RATING | 3 | 3 | 1 |

| | | | |
|---|--|---|--|
| Supports Downtown as the Central Commercial Hub | Yes. There would be no change in impact on the Downtown. | Maybe. Future development on the subject lands for service commercial uses would not necessarily adversely impact the businesses located in the Downtown, provided the range of commercial and retail uses are limited. | Yes. If the land use permissions are changed only to accommodate residential development, there would be no conflict with the downtown commercial businesses. |
| Rating | 3 | 2 | 3 |
| Increased Impacts due to Traffic | Somewhat. The development of the lands to medium density residential and employment uses would increase traffic somewhat. The permitted employment uses may result in some increased truck traffic and late night traffic. | Somewhat. This scenario would result in some increased traffic. There may be fewer residential uses than Scenario One and therefore, less truck traffic and less late night traffic. | Yes. The introduction of residential uses would result in increased traffic from the additional population in the area at peak times. |
| Rating | 3 | 3 | 1 |
| Protection of Employment Areas | Yes. The "Restricted Employment Area" permissions that are presently applied to the lands would be maintained and, therefore, is consistent with the applicable policies that seek to protect Employment Areas. | Yes. If no sensitive uses are introduced onto the subject lands, there would be no impact on the adjacent Smithville Industrial Park. | No. The change in land use permissions to allow for sensitive land uses could impact the ability of existing businesses to expand and may restrict new Class II or Class III industries from locating in Smithville Industrial Park. |
| Rating | 3 | 3 | 1 |

| | | | |
|--------------------------------|---|---|---|
| Increase Development Potential | No. The "No Change" land-use scenario would maintain the same policies of the "Employment Area" designation and would not recommend any amendments. As a result, the potential to increase development potential on the lands would not change. | Maybe. The "moderate modifications" land-use scenario maintains the same permissions that presently exist on the vacant subject lands and adds some service commercial type uses as described in Section 4.2 of this Report. The addition of a broader range of uses within the same designation may spur more development. | Yes. The "significant modifications" land-use scenario would amend the existing policy by replacing it with permissions for residential development, which would result in development in the short term, given the limited supply of residential land in the Township. |
| Rating | 1 | 2 | 3 |
| TOTAL | 16 | 16 | 10 |

4.4.1 Summary of Evaluation

Based on the evaluation above, Scenario 3 is not recommended. Introducing residential or institutional uses on the undeveloped lands would result in conflicts with the adjacent Smithville Industrial Park and would introduce potential for impacts to future residents and homeowners. Land use scenario 2 is similar to the 'No Change' Scenario 1. However, land use scenario 2 provides a wider range of land uses and increases the likelihood that the lands will be developed in the short term. Land Use Scenario 2 is recommended.

5.0 Conclusions & Recommended Land Use Scenario

Based on the final evaluation of the three land-use scenarios investigated as part of this report, it was concluded that the most appropriate land use scenario for the subject lands is Land Use Scenario 2, which recommends moderate modifications to the Spring Creek Heights Secondary Plan policy and provides the best balance by minimizing the impacts on the surrounding uses while introducing newly available permitted uses that will favorably increase the potential for the development of the vacant lands.

The preferred land use scenario proposes additional non-sensitive land uses for the subject lands that are compatible with the adjacent Smithville Industrial Park industries and the existing development within the subject lands. To achieve the implementation of Land Use Scenario 2, an amendment to the Spring Creek Heights Secondary Plan would be required.

5.1 Official Plan Amendment – Spring Creek Heights Secondary Plan

An Official Plan Amendment ("OPA") to the Township's Official Plan would be required to amend the "Restricted Employment Area" policies of the Spring Creek Heights Secondary Plan to permit the additional service commercial uses. The OPA would propose the following amendments to Policy 6.11.2 d) of the Township of West Lincoln Official Plan:

Policy 6.11.2 d): Industrial

*"The area shown as **"Restricted Employment Area"** on Schedule 'E-3' shall be subject to the industrial policies of the West Lincoln Official Plan. Industrial uses which require a railway siding will be encouraged in this area. In addition to the industrial policies of the West Lincoln Official Plan, the following uses will be permitted within the area shown as Restricted Employment Area on **Schedule 'E-3'**:*

- *Automotive related uses, including car wash facilities;*
- *Automobile sales establishments;*
- *Restaurants including drive-thrus;*
- *Commercial recreational facilities;*
- *Health clubs;*
- *Nurseries and garden centres;*

- *Services for the agricultural community;*
- *Financial Institution;*
- *Funeral Home;*
- *Local Convenience/Retail uses.*

The additional uses listed above will be required to conform to the applicable policies of the Service Commercial – Highway designation within this Official Plan.”

The above commercial uses have been selected to be added to the list of permitted uses within the "Restricted Employment Area" designation of the Spring Creek Heights Secondary Plan as they are considered to be compatible with Class II and Class III industries located to the east of the subject lands. Additional uses that the Township may seem fit to include as permitted uses could be included as part of the amendment.

5.2 Next Steps

The intent of this report was to complete a review of the existing policies and land use permissions that apply to the subject lands and to determine what changes could be implemented to help encourage and promote the development of the lands. A preferred land use option for the subject lands has been selected and recommended to the Township of West Lincoln.

Once Council has approved a final land-use scenario, Township Planning Staff will initiate a Township led Official Plan and Zoning By-law Amendment to amend the existing policies and provisions in place to reflect the land-use scenario approved.